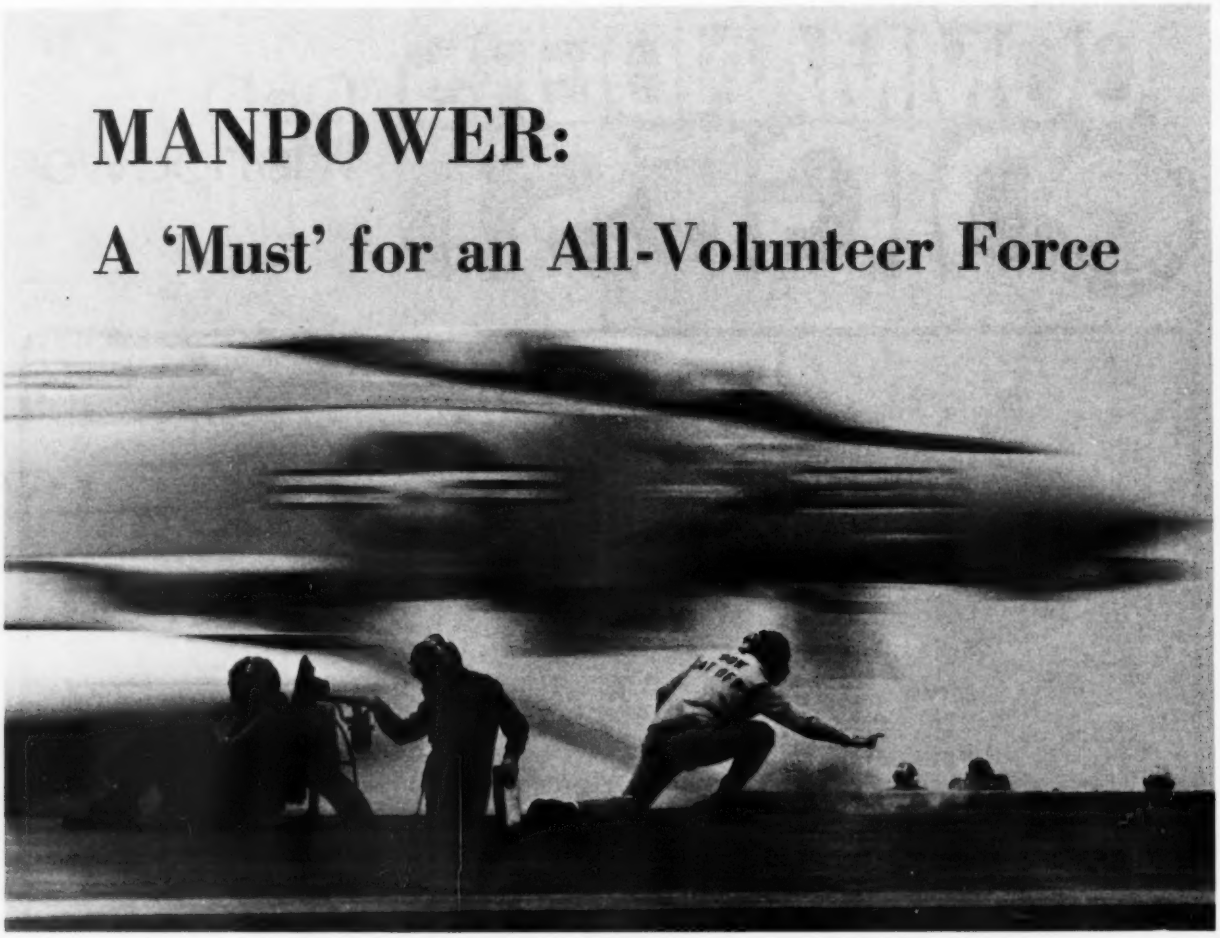
COMMANDER'S DIGEST

DoD Manpower

MAY 31, 1973

MANPOWER:

A 'Must' for an All-Volunteer Force



MILITARY MANPOWER authorization requested for Fiscal Year 1974 provides for an active-duty end strength of 2,233,000. (U.S. Navy Photo)

Manpower issues may be separated into two broad categories: first, that which relates manpower objectives, requirements, costs, and the manning of the active and Reserve forces; and second, that which describes the "people programs" of the Department of Defense, to include the betterment of military life and the stabilization of manpower.

Increasingly close attention must be paid to the men and women, both military and civilian, who comprise the Department. Manpower costs account for more than half of each Defense dollar. What is more, with an All-Volunteer Force, every candidate must be recruited and retained in competition with the private sector and other government agencies. Efficient management of more than 3.2 million people within foreseeable budgetary constraints will be one of the Department of Defense's main challenges in the years ahead.

Major Manpower Objectives

Department of Defense manpower objectives devolve from both the Human Goals statement originally published August 18, 1969, and recently reissued to take account of the equal opportunity for women in the Armed Forces, and the need to assure the requisite number of qualified personnel to man and sustain the forces essential for national security. These objectives are:

- To complete the transition to peacetime manpower levels while maintaining the capability to meet our national security commitments;
- To balance manpower and other defense costs so as to maximize security within budget limitations; and
- To improve the quality of life in the military services.

These objectives must now be met in the environment of the All-Volunteer Force.

Manpower Requirements

Requirements for manpower derive from the strategy and force structure and are elaborated upon in the Military Manpower Requirements Report for Fiscal Year (FY) 1974 submitted to the Congress. Recommended manpower strengths for FY 1974 are shown on page 3. A comprehensive study of future

manpower requirements will be undertaken this year. By comparing the strengths recommended for FY 1974 with those of previous years, it can be seen that the numbers have been reduced. We have now reached "baseline" strength.

The table is organized by category of manpower employment. Total strengths have declined by 89,000 from FY 1972 to FY 1974. These reductions have been due in part to our disengagement from the Vietnam war, in part to more efficient use of military manpower, and in part to our acceptance of lower force levels in the near term in order to fund overdue modernization of weapon systems.

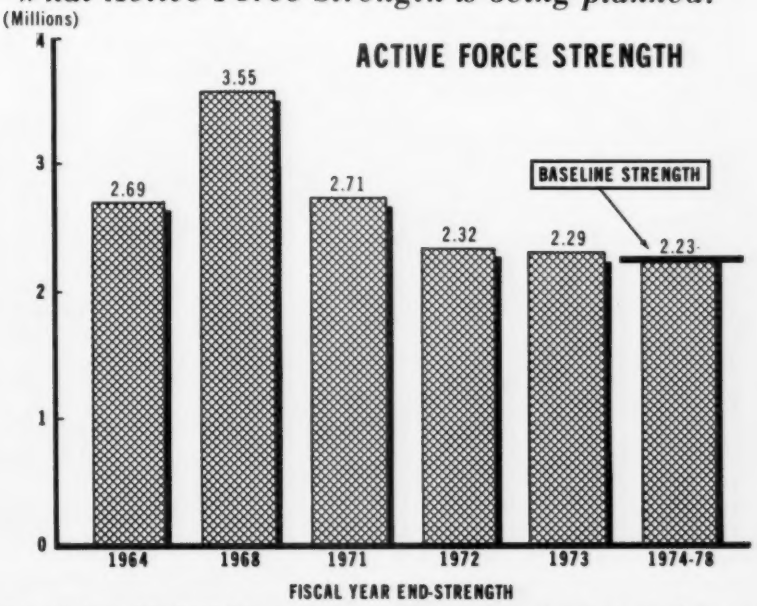
Strategic Forces manpower requirements are, naturally, derivative from Strategic Force levels and represent about 6 percent of our total requirements. Personnel in this category man the offensive and defensive forces necessary for strategic sufficiency. Their number has been reduced over the past three years, due primarily to reductions in B-52 and air defense aircraft, headquarters activities, and the command and control structure. Thus, there is a decline of 2,000 people assigned to the Strategic Forces.

The largest segment of defense manpower, about 41 percent, is assigned to the *General Purpose Forces*. Strategic nuclear forces, by themselves, are not a sufficient deterrent; the security of the U.S. and protection of our vital interests require general purpose forces for forward development and forward defense. These land, tactical air, naval, and mobility forces are maintained for the defense of the United States and for the support of other nations to which we are linked by common interests and treaty commitments. The size of the General Purpose Forces is strongly influenced by our commitment to NATO, our role as a Pacific power, and the necessity of maintaining the capability to deploy forces in support of our interests.

Auxiliary Forces manpower performs missions in the fields of intelligence and security, communications, research and development, support to other nations, and geophysical activities. Approximately 8 percent of our military manpower is allocated to these missions.

Mission Support manpower plays an important role in the accomplishment of both General Purpose and Strategic Force missions. Much of this manpower, some 14 percent of the total, is devoted to operating the airfields, ports, and troop posts where these forces are located.

What Active Force Strength is being planned?



To some degree mission support forces and *Central Support Forces* perform similar functions. However, they differ in regard to whom they support. Mission Support Forces are an integral part of primary mission forces and provide the direct services and command functions required for the effective operation of force units. Central Support Forces, in contrast, provide essential management and support functions on a Service-wide basis. These include base operating support, medical services, personnel activities, individual training, command support, and logistics.

There has been definite improvement in the more efficient use of support personnel in the past two years. Although total military manpower has declined by about 4 percent from FY 1972 to FY 1974, the Mission Support Forces manpower has decreased by 13 percent while the Central Support Forces manpower has dropped by 10 percent and now represents approximately 16 percent of total requirements.

Finally, the category of "Individuals" comprises personnel who are not available to perform duties with operational units, such as transients, patients, prisoners (except for the Air Force), trainees, students and Service Academy cadets. Because these personnel are not at any given moment on the job with operational units, and because these units must be manned at authorized strengths, the "individuals accounts" are additive to force requirements and represent about 15 percent of total manpower requirements.

It is important to recognize that "Individuals" are not a subset of support. In fact, shortages in the "Individuals accounts" result in overall manpower shortages when the Services must draw on them to replace people in the mission and supporting force categories.

In summary, the military manpower authorization we are requesting provides for a FY 1974 active duty end strength of 2,233,000. This is the lowest military strength our country has maintained since the pre-Korean War period in early 1950. It is 452,000 lower than the FY 1964 strength, prior to the Vietnam buildup, and 1,315,000 less than the end strength just six years ago at the peak of the Vietnam war.

The requirements and justification for the manpower level we are requesting are more thoroughly covered in the FY 1974 Military Manpower Requirements Report.

Manpower Costs

Although defense costs have been discussed in considerable detail earlier in this report, the issue of manpower costs is particularly important and should be highlighted here.

The adjacent chart demonstrates that for FY 1974, the heretofore rising trend in manpower costs as a percentage of total defense costs has been stabilized.

The single largest portion of manpower costs is expenditures for active military manpower. While the Department has succeeded in stabilizing the rising trend, operational military per capita costs for FY 1973 are more than double those of FY 1964. This is a result of the decision to provide a fair income for Servicemen and women. As long as men were being drafted, some served unwillingly; and the difference between what these men were paid and the salary necessary to have attracted them as volunteers can be considered an imputed tax.

The pay raises since 1968 have reduced this imputed tax and have increased the proportional cost of military manpower in the Department of Defense. In FY 1974, the All-Volunteer Force will reduce the imputed tax to virtually zero.

Active Forces Under Zero Draft

The most tangible evidence of progress in attaining an All-Volunteer Force is the sharp decline in draft calls which has occurred since the years of peak U.S. military involvement in Vietnam. This decline can be readily seen in the graph on page 3.

During the last half of Calendar Year (CY) 1972, 35,000 men were drafted for the Army. At the same time, voluntary enlistments—except for medical personnel—increased to the level where, if sustained, they will be sufficient to satisfy manpower requirements for the first half of CY 1973.

Enlistment Trends

The significant decline in draft calls was made possible by two actions: first, the attraction of more voluntary enlistees to military service; and second, a retention of the Active force itself. The favorable trend in male enlistments for all Services, and especially the trend in true volunteers, has eliminated the need to continue inductions. The number of true volunteers increased from 59 percent in FY 1971 to an estimated 84 percent in FY 1973. With the termination of draft calls in December, virtually all current enlistees are true volunteers.

Quality of Enlistments

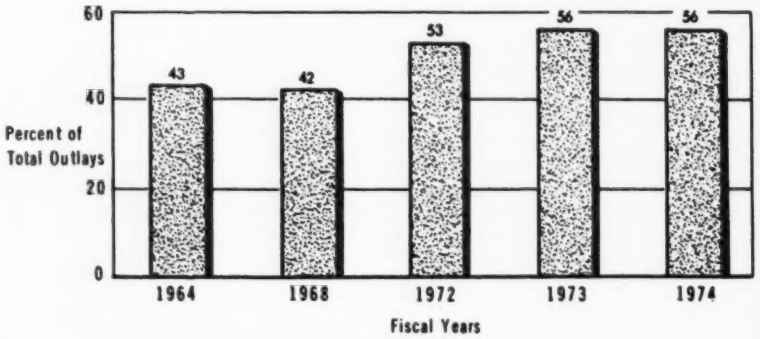
There had been predictions that ending the draft would produce an organization of substandard volunteers. Actual experience does not support this claim. The quality objectives for military enlistments are being met as well or better than during earlier periods of high draft calls. These objectives are:

- To enlist people whose learning capacities match the requirements of military jobs;
- To enlist people who display self-discipline and control; and
- To maintain the efficiency and effectiveness of the Armed Forces.

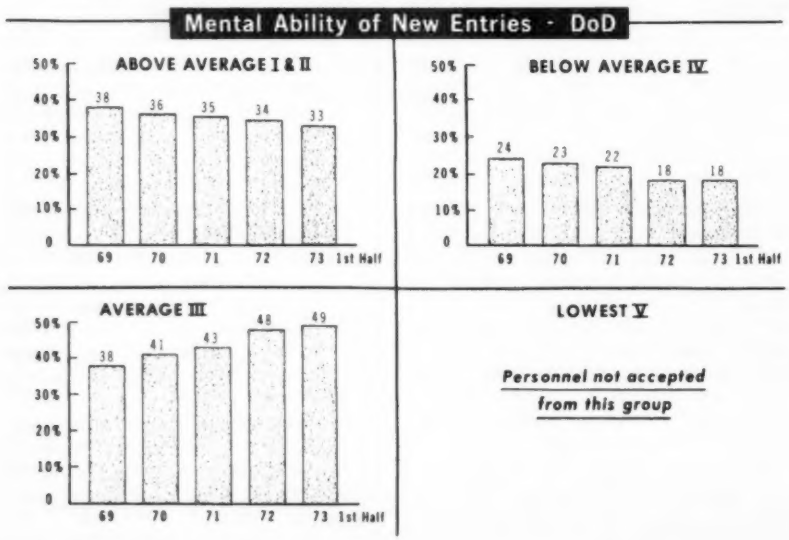
Because of the importance of maintaining the fine balance among the quality of the force, its mission requirements, and its costs, we monitor quality factors closely. Mental ability of people entering military service is one of these factors and data on the mental abilities of new entries is shown in the adjacent chart.

The trends in mental ability of new entries show a modest decline in men having above average mental ability coming into military service. However, the number is adequate to fill jobs re-

MANPOWER COSTS AS A PERCENT OF TOTAL DEFENSE COSTS



Is quality of personnel adequate?



quiring complex technical training and the ability to complete such training successfully. There has been a steady increase in the proportion of men entering service with average mental ability, which is adequate for most military jobs. The declining trend in Mental Group IV personnel is the result of the emphasis placed on selective recruiting. Overall, the learning capacity of new entries is adequate in meeting job requirements when the proportion of Mental Group IV personnel does not exceed about 22 percent. Conversely, when the overall proportion of Mental Group IV personnel falls below 15 percent, there is a tendency toward many people being under-challenged by their job assignments.

High school graduates have consistently performed better in their military jobs and have had fewer disciplinary problems than those who have not graduated. Hence, special emphasis is placed on attracting a high proportion of young men who have completed high school.

Because of a sharp decline in the percentage of high school graduates among Army enlistees during the first half of FY 1973, the overall percentage of high school graduates among enlistees for all of the Armed Services combined dropped from 71 percent in FY 1972 to 63 percent in the first half of FY 1973. Starting February 1, 1973, the Army established a target of 70 percent high school graduate enlistments each month. This target is numerically equivalent to the national percentage of high school graduates within the noncollege, male population of military age.

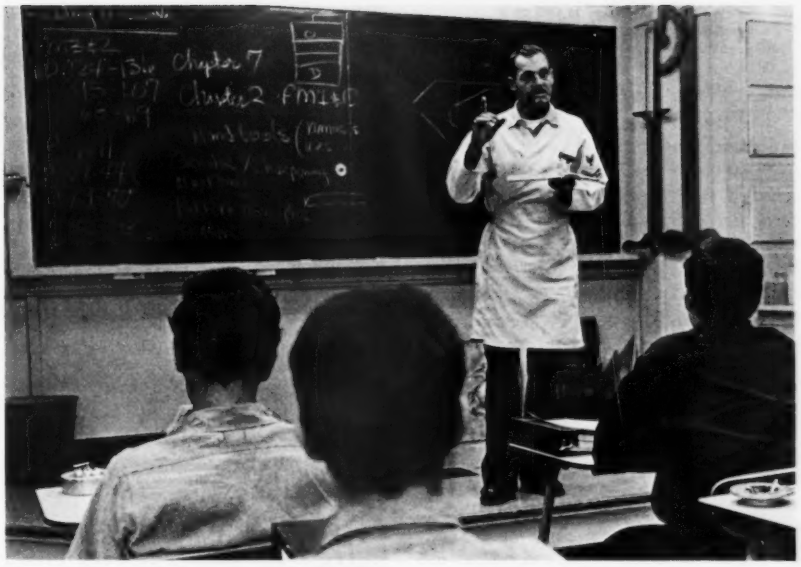
The overall goal is to obtain people who have the capacity and will to perform the required jobs in a satisfactory manner. It is not desirable to overrun the Services with young people of uniformly high learning capacities, just as it is not desirable to admit too many with limited capacities. It may be necessary to offer bonuses to attract people in sufficient numbers for the more difficult jobs, or to use reenlistment bonuses to selectively retain them. Authority for the payment of such bonuses is contained in the Uniformed Services Special Pay Act which awaits action by Congress.

Retention of Personnel

The combination of pay raises provided by Public Law 92-129, programs aimed at improving conditions of service, emphasis on career counseling, and the introduction of attractive reenlistment options reflect only some of the actions taken by the Services to increase retention of both first-term and career enlisted personnel. The Navy expects to raise first-term reenlistments to over 19,000 in FY 1973, although it had serious retention problems among its nuclear propulsion personnel prior to passage of the Nuclear Qualified Pay Act in 1972. The Army expects to achieve the projected FY 1973 total reenlistment and prior-service enlistment goal of 58,000. Retention in the Air Force is already near optimum, and the Marine Corps expects a continuation of improved retention throughout FY 1973.

There is little question that the challenges and satisfactions of military service can result in higher rates of retention through reenlistment than those experienced in recent years. Of course, retention should be managed so as to avoid promotion stagnation and an over-aged force.

Improved balanced retention rates not only will help us maintain strength in an All-Volunteer environment by lowering recruiting needs but also will result in a more effective force. It is in our best interest to reduce excessive personnel turnover, because experienced people are more productive than new people, and a smaller proportion of our force will be employed in receiving and conducting training. Military units function best when their members serve together long enough to develop unit identification, a sense of personal security, and job proficiency. Excessive personnel turbulence undermines morale, weakens discipline, and lowers the effectiveness of the military organization. The achievement of force stability is one of our most important manpower goals.



HIGH SCHOOL GRADUATES have consistently performed better in their military jobs and have had fewer disciplinary problems than those who have not graduated.
(U.S. Navy Photo)

Critical Specialists

Although the Department of Defense has been successful in attracting more volunteers and increasing retention, we are still at a disadvantage in competing for enlistees and reenlistees whose abilities or skills command a premium wage in the open market. The Services need to attract and retain sufficient numbers of recruits who can master the complex technical training required to operate and maintain the machinery of modern warfare. Excessive turnover of expensively trained specialists lowers the effectiveness of our military units and imposes heavy repetitive training costs.

In order to cope with these special

THE DEFENSE DEPARTMENT is still at a disadvantage in competing for enlistees and reenlistees whose abilities or skills command a premium wage in the open market. (U.S. Navy Photo)

problems, authority is nedeed to pay enlistment and reenlistment bonuses in selected short-supply occupations in return for a commitment to serve for a stipulated number of years. These bonuses may be viewed as a prepaid wage differential based on the qualifications of the individual and the unique needs of the Services. The Uniformed Services Special Pay Act is very important in this regard. Although passed by the House during the last session of the 92nd Congress, the bill was not considered by the Senate and has not been acted upon by the 93rd Congress. The bonus payment authorities contained in the Uniformed Services Special Pay Act are based on the 1971 Quadrennial Review of Military Compensation, which concentrated on the study of special pays. These special pay proposals are not flash ideas conceived in the pressure of ending the draft; they have been carefully considered, and are based upon years of experience with special pays in the Military Service.

Under existing law, an enlistment bonus of up to $3,000 may be paid to individuals who enlist for at least three years in the combat elements of the Armed Forces. Payments under this authority may not be made after June 30, 1973, unless the law is extended. We are currently offering a $1,500 enlistment bonus for a four-year enlistment in the ground combat elements of the Army and Marine Corps. Results reflect a moderate increase in combat arms enlistments and a significant increase in long term (4-year) enlistments.

However, with the advent of the All-Volunteer Force, difficulties in obtaining qualified entrants will not be limited to Army and Marine Corps combat elements. For example, reduced draft pressure is expected to create future shortages for the Navy's six-year advanced technical programs. The Air Force is currently experiencing difficulty in meeting its specialized and high aptitude skill requirements. The Uniformed Services Special Pay Act would extend enlistment bonus authority to enlisted skills which are in critically short supply. The bonus can be varied by amount and length of enlistment.

By FY 1974, requirements for new commissioned officers will drop to about 20,000 per year, excluding medical officers. Attracting this number from the 280,000 qualified men who will graduate from colleges should not be a difficult task. In addition, the Uniformed Services Special Pay Act would provide upon enactment variable incentive pay for officers in critical specialties such as aviation, nuclear submarines, and military law.

As with enlisted women, there are many more qualified women who seek military service as officers than there are vacancies for them to fill. Increased use of women in the officer ranks will make it easier to obtain the necessary number of qualified officers.

Aircrew Volunteers

A Department of Defense legislative proposal for revision of hazardous duty incentive pay will be introduced in the 93rd Congress. The proposal revises hazardous duty incentive pay for aviation duty as a means of enhancing attraction and retention of officer aviation crew members in an All-Volunteer Force environment.

The Special Pay Act also improves our ability to retain essential personnel. It combines the most desirable features of the Regular Reenlistment and Variable Reenlistment Bonuses into the Selective Reenlistment Bonus which is much more flexible and has a higher limit. Moreover, it corrects a costly deficiency in present reenlistment bonus authority. The current Regular Reenlistment Bonus by law must be paid to all

PROPOSED REVISIONS of hazardous duty incentive pay for officer aviation crew members will be introduced in the 93rd Congress. (U.S. Navy Photo)

HEALTH PROFESSIONS—Members of certain health professions will be especially difficult to attract and retain in an all-volunteer environment. (U.S. Air Force Photo)

first-term reenlistees. As a consequence, approximately 25 percent of reenlistment bonuses is paid to individuals serving in skills already manned in excess of 100 percent of requirements. The unnecessary expense is about $40 million per year.

Sufficient Officers

The Military Services met their requirements for 36,000 new commissioned officers in FY 1972. In doing so, they drew on the supply of ROTC graduates who had enrolled in the program in previous years when draft pressure was high. Legislation which in FY 1973 increased the number of ROTC scholarships and subsistence payments has thus far been effective in abating any serious decline in ROTC enrollment.

Health Professions

Members of certain health professions, such as medicine, dentistry, veterinary medicine and optometry, will be especially difficult to attract and retain in an all-volunteer environment.

Only one-sixth of the physicians currently on active duty are serving voluntarily. Another one-sixth serve because of obligations incurred through medical training programs subsidized or provided by DoD. The remaining two-thirds serve because of the "doctor draft." Since the latter group serves for two years, one-third of our physician force turns over each year. The problem is made critical by two factors: first, there is a national shortage of health professionals; and second, there is a large disparity between the pay of most military health professionals and their civilian counterparts. Most of the physician entries in recent years have been obtained through the draft or the draft-motivated Berry Plan. This is a program under which an intern defers his obligated military service until completion of specialty training, a period of from two to five or more years. A number of physicians are currently in various phases of training under this program and may still be called upon to perform their military service as Reserve officers. Even assuming continued reliance on those who will be completing their deferments under the Berry Plan, there will be a shortage of 1,515 physicians by the end of FY 1976 against requirements of 11,300; without the Berry Plan there would be a shortage of 5,900 physicians by end-FY 1976.

Several important initiatives have been taken to solve the manpower problem in the health professions. Public Law 92-426, signed by the President in September 1972, provides us authority to increase the number of scholarships in the health professions in return for at least two years of active duty, thereby expanding an incentive which already has proved effective on a smaller scale. It also provides authority for the establishment of a Uniformed Services University of the Health Sciences, for which initial plans are now being drawn. The first class will graduate in 1982. However, in order to attract health professions to military service, the disincentive of present military medical pay must be removed. The proposed Uniformed Services Special Pay Act also includes

Will sufficient physicians volunteer?

- **AS SHOWN BELOW, SHORTAGES OF PHYSICIANS ARE EXPECTED TO DEVELOP.**
- **SOLUTION IS TO DECREASE REQUIREMENTS AND INCREASE VOLUNTEERS, THROUGH SCHOLARSHIPS AND SPECIAL PAY.**

	END FY 73	END FY 74	END FY 75	END FY 76
REQUIREMENTS	13,500	11,800	11,300	11,300
SHORTAGES	None	None	1,400	2,200

MANY SUPPORT JOBS now filled by military men can be performed effectively and more economically by civilians. (U.S. Army Photo)

authority to increase the special pay of medical and dental officers with two years of service from $150 to $350 per month and the authority to provide retention bonuses to all critical health professionals.

Civilian Substitution

Many support jobs now filled by military men can be performed effectively and more economically by civilians. It is a policy of this Department that "civilians shall be utilized in all positions which do not require military incumbents for reason of law, training, security, discipline, rotation, or combat readiness, or which do not require a military background for successful performance of the duties involved." During the period 1966-1968 a civilianization program affecting approximately 114,000 military positions was implemented.

In December 1972, the Military Services were instructed to initiate programs to civilianize at least another 31,000 military positions by end-FY 1974. The expanded use of this alternative source of manpower can further reduce the requirements for male recruits.

Manning Reserve Forces

A well-equipped and fully-manned National Guard and Reserve, deployable on short notice, is potentially the most economical part of our defense system. Their revitalization in the past several years, therefore, is encouraging. The Guard and Reserves are now relied upon as the initial and primary augmentation for the Active Forces in situations requiring the expansion of the General Purpose Forces. Consequently, equipment inventories are being replenished and modernized in each component. Training has been intensified and readiness is improving.

The Guard and Reserve portion of the Defense budget has increased from $2.2 billion in FY 1968 to $4.0 billion in FY 1973 and to $4.4 billion in FY 1974. This is the largest single-year investment in the Guard and Reserve in our nation's history.

Guard and Reserve Strengths

While the draft was a major source of military manpower, many young men were attracted to the Guard and Reserve as an alternative to active military service. The long lists of applications for Guard and Reserve membership, characteristic of the years of heavy draft, have disappeared. And disappearing also are many draft-motivated young Guardsmen and Reservists as their obligated terms of service expire.

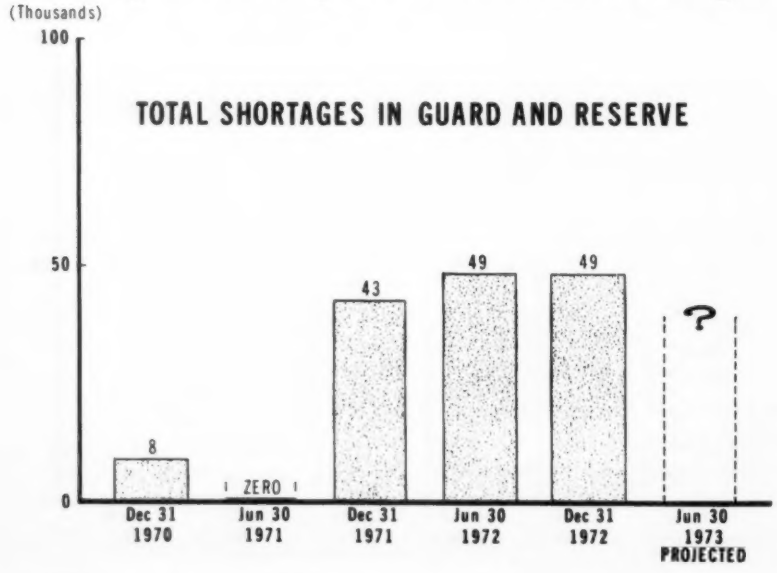
By June 1972, the combined National Guard and Reserve force strengths were 48,117—or about 5 percent—below the Congressionally mandated minimum average strength of 972,674 at that time. In FY 1973 mandated strength increased by about 4,000 to 976,559. Despite substantial losses of reservists, by greatly increased recruiting efforts the Reserve Forces managed to end calendar year 1972 with approximately the same shortage. High losses projected over the next five months will offset most of the enlistment gains, so it is expected that there will be some shortage of Selected Reserve personnel at the end of this fiscal year.

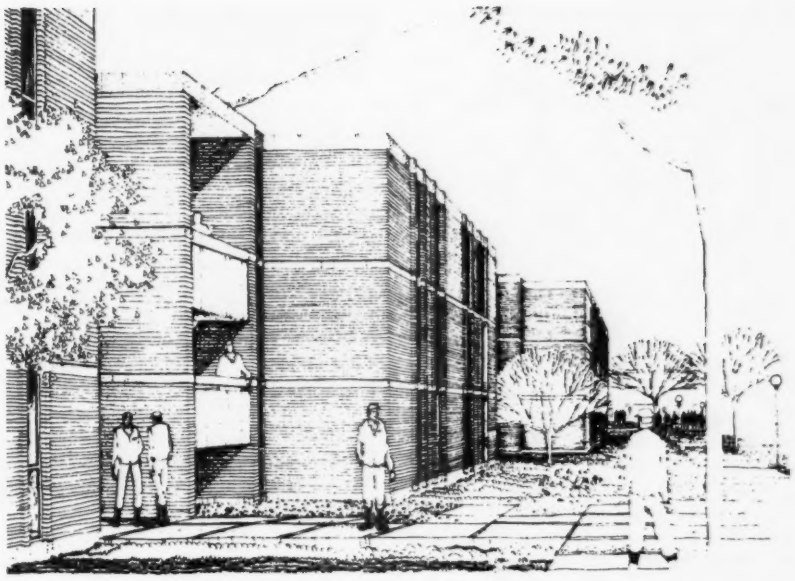
The DoD has already expanded recruiting and associated advertising for Reserve Component enlistments. Enlistments of both men and, now in growing numbers, women are being sought. At the same time, we are assessing the number of people and units required to sustain a viable reserve force structure.

Legislative Support

Nevertheless, intensified recruiting alone is not enough. We also need legislative support. A key provision of the Uniformed Services Special Pay Act is the authority to use reenlistment and enlistment bonuses for the Guard and Reserve. The bill would authorize bonuses of up to $2,200 for a critical skill or up to $1,100 for a non-critical skill for enlistments or reenlistments of six years. Plans call for testing the bonus, once

How large are shortages in Selected Reserve strength?





ADEQUATE QUARTERS for all single military personnel, both in barracks and bachelor officer quarters, is a goal of the Defense Department. (U.S. Army Photo)

authorized, at lower than the maximum allowed rates to determine the least costly bonus needed to meet manning requirements. Long experience with reenlistment bonuses in the Active Forces has been favorable. Without a draft, and in order to be effectively and fully manned, the Reserve Components need inducements similar to those which have been made available to the Active Forces.

We also need help from the Congress to correct gaps in the benefit structure and family protection provided to personnel of the Guard and Reserve. The following legislation would assist in remedying these gaps:

- A bill which provides for health and survivor benefits for Guardsmen and Reservists who are injured or killed while on short tours (less than 31 days) of training or active duty;
- A bill which provides full-time coverage under Serviceman's Group Life Insurance to certain members of the Ready Reserve and to members who are qualified for retirement but have not reached the statutory age of 60 when retirement compensation begins; and
- A bill which authorizes active force retirees who become members of a Selected Reserve Unit to receive both their retired pay and compensation from the reserve unit. This provision would facilitate transferring retired regular members into the Ready Reserve to meet critical skill shortages on a selected and limited basis.

Public Support

Although the financial incentives contained in legislative proposals are important, the Guard and Reserve will still fall short of their requirements unless there is improved public understanding of their role in our Nation's security. Toward this end, on June 22, 1972, President Nixon announced the creation of the National Committee for Support of the Guard and Reserve and named Mr. J. M. Roche, former Chairman of the Board of General Motors Corporation, as its chairman.

The broad and vital charter of this national program—to improve public understanding of the Guard and Reserve role in our nation's security system, and to enlist the cooperation of those who employ present and prospective members of Guard and Reserve components—will receive maximum support from the Department of Defense.

Attractiveness of Military Life

Programs for improving the attractiveness of military life are essential. The fundamental attraction of military service is enhanced by an attractive and dignified style of life. Unnecessary irritants merely sap the motivation and esprit of our service people.

Non-Military Duties

In FY 1973, the DoD relieved many Servicemen and women from non-military duties such as kitchen police and janitorial duties outside their own quarters so that they could devote more time to military jobs. In FY 1974, we intend to continue this policy. Kitchen police contributes little to military skills; time spent on this task can be more profitably spent in training and other primary duties. Consequently, this service will be increasingly performed by civilians.

Housing

Adequate housing for both married and single personnel is an extremely important morale factor. While the FY 1969 budget requested only 2,000 new units of family housing, the FY 1973 budget, as amended, requested 11,939. In FY 1974 we are asking for 11,688 new units as well as authority to increase the statutory space limitations to improve the livability of new units.

Progress has been made in housing for lower income military families under the provisions of the National Housing Act. In cooperation with Housing and Urban Development (HUD), community housing subsidized by Federal Housing Administration (FHA) is being made available to these lower income families on a preferential basis. Continuation of this program is contingent upon action taken by FHA as a consequence of the "freeze" on subsidized housing. FHA has been asked for clarification, particularly in regard to our FY 1973 request for 9,045 additional units.

The Department is also approaching a goal of adequate quarters for all single military personnel both in barracks and bachelor officer quarters. From FY 1969 through FY 1973, over 137,000 new and replacement barracks spaces and more than 10,000 bachelor officer quarters spaces will have been provided. The FY 1974 program calls for constructing nearly 39,000 barracks spaces and ap-

proximately 450 bachelor officer quarters spaces. Also, in December 1971, an agreement was reached with the Federal Republic of Germany under which barracks our soldiers occupy in Germany will be extensively renovated. This program is progressing well. We will improve existing barracks at all locations as rapidly as possible. The emphasis will be on semi-privacy and enough room furnishings to provide decent accommodations at comfortable, although certainly not plush, living standards.

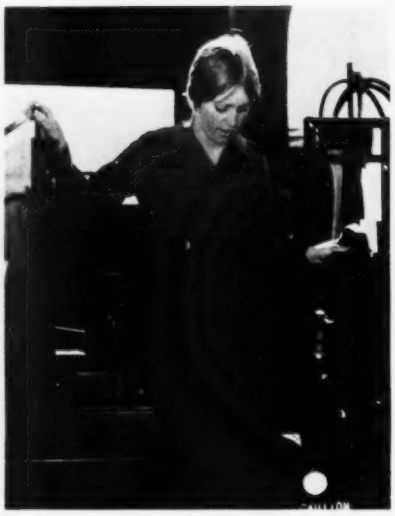
Education

In the field of education, the DoD continues to place strong emphasis on high school completion, remedial education, and career or vocational opportunities for all enlisted members. All in-Service educational efforts have been reinforced by amendments to the G.I. Bill. Legislation enacted in 1970 created the Predischarge Educational Program (PREP). This program made special benefits available to service members needing high school completion or remedial education courses and reduced from two years to six months the time on active duty required for eligibility for in-Service VA educational benefits. Recently enacted legislation further supports DoD educational goals by providing for substantially increased educational benefits and improved payment procedures.

Support for DoD overseas dependents schools is especially important for the morale of military families. The Department is continuing its efforts to provide quality education for approximately 154,000 students enrolled in these schools and another 17,400 enrolled in tuition-fee schools. The funding level planned for FY 1974 will permit dependents schools to operate at average pupil-teacher ratios comparable to those of school systems of similar size in the United States. The North Central Association of Colleges and Secondary Schools has indicated that the overall quality of these dependents schools compares favorably with the best schools in the United States.

Legal Services

In 1970, DoD instituted a test program to increase the range of legal services available to military personnel and dependents unable to pay civilian legal fees. Under this program, military attorneys, in cooperation with state and local legal officials, have provided free legal services, including representation in civilian courts, to eligible personnel. Reaction by civilian and military communities has been encouraging.



THE NUMBER OF OCCUPATIONS open to enlisted women has been greatly expanded. (U.S. Army Photo)

Domestic Action

Through the Domestic Action Program, the involvement of local installation commanders with their surrounding communities has been encouraged. Since 1969 this program has been expanded to include all active duty installations and over 90 percent of Reserve and National Guard units throughout the country.

During the past year, the Department again exceeded its quota for summer youth employment. It also operated special programs for Alaskan natives, Indian youths, and Neighborhood Youth Corps enrollees.

Equal Opportunity

One of our key Human Goals is: "To make Military and Civilian service in the Department of Defense a model of equal opportunity for all regardless of race, sex, creed, or national origin, and to hold those who do business with the Department to full compliance with the policy of equal employment opportunity."

Policies and programs carried out since August 1969 have moved us much closer to achieving this goal. More will be done.

During the past year the Services have removed many of the barriers to fuller opportunities for women in the Armed Forces. Each Service has reviewed policies which unnecessarily distinguished between service personnel on the basis of sex and is changing many of these policies as rapidly as possible. For example, the number of occupations open to enlisted women has been greatly expanded, as shown in the table below.

In FY 1972, 14,000 women enlisted in the four Services combined. FY 1973 goals call for enlisting 21,700 women—an increase of more than 50 percent. Enlistment trends for the first seven months of the fiscal year indicate that the goals for women will be achieved. They are all high school graduates, or have GED equivalents, and have average or above average mental ability. By end-FY 1977, the Services plan to have twice the number of military women that they had at the end of FY 1973.

The Department also is making continuing progress in its efforts to improve race relations. The policy remains complete racial equality in the Services. Some recent developments have been:

- The Defense Race Relations Institute is now fully operational. During CY 1972 over 700 officer and enlisted students graduated from the Institute. These graduates are now back in their units serving as instructors of the Department's 18-

Career Fields Open to Women (Enlisted)

	Percent Open to Women	
	Mid-1971	End-1972
Army	39%	90%
Navy	24%	100%
Air Force	51%	98%
Marine Corps	57%	57%

CRITICAL SPECIALISTS—The Defense Department is taking positive steps to insure that its requirements for highly skilled technicians are met for the future.

hour race and ethnic relations course.

- Each Service has initiated an intensive management program to insure more equitable distribution of racial and ethnic groups among occupational specialties.
- In FY 1972, of 38,288 officers who entered the military services, 747, or 2.0%, came from minority groups. We still have a long way to go to attain a rate of minority officers proportional to the national representation. It is one of our highest priorities.
- The percentage of blacks in the ROTC program is now 9 percent. The enrollment of blacks has been improved by the establishment of ROTC detachments at more predominantly black colleges. This number has risen from 16 in FY 1969 to 27 in FY 1972.
- The number of blacks entering the Service Academies has increased by 86 percent in the past three years, from 90 to 167. Black representation in the officer corps will rise further as black participants in these officer programs graduate and enter service.
- Minority enrollment in senior service schools—the War Colleges—has increased. Five minority officers were selected in 1970; 17 were selected in 1971; and 18 were selected in 1972. This is not a leveling off but a related increase because the total student body was smaller in 1972 than in 1971.

COMMANDERS DIGEST

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- Several members of ethnic minorities and women have been promoted to general or flag rank and assigned to command and other key positions. The Army has two black major generals, both of whom are commanding combat divisions, and seven black brigadier generals, four of whom are assigned to troop units. The Navy has one black rear admiral, who is in a command assignment. The Air Force has two black general officers—one a major general and the other a brigadier general—and one brigadier general selectee. There are now five women general/flag officers on active duty.
- Programs to assist minority military personnel in the transition to civilian life have been successful in providing training in transferable skills. During the first six months of calendar year 1972, 9,300 minority personnel received skill training. Some 52,000 minority personnel received job counseling assistance. Joint programs with concerned civilian organizations, such as the National Urban League, have been effective in supplementing assistance received by minority members pending separation. Civilian organizations in addition to the National Urban League are contemplating establishment of assistance centers for returning minority servicemen. For example, the American G.I. Forum, a Spanish-American veterans organization, will create centers at 17 cities across the United States.

Drug Abuse

The hard drug crisis is coming under increasing control in the Armed Forces, but the size of the problem remains great. We have refined techniques to identify the drug user, and our treatment and rehabilitation programs return most drug abusers to active duty. The policy of reviewing drug-related administrative and punitive discharges has permitted more ex-servicemen to take advantage of Veterans Administration programs.

Under the Department of Defense-wide exemption policy, information about a Serviceman who volunteers for treatment of drug abuse or who is found positive in a urinalysis test conducted as part of the identification program cannot be used to support action under

the Uniform Code of Military Justice or lead to an administrative discharge under less than honorable conditions. This policy removes the threat of punishment so that the drug abuser who knows he needs help can identify himself and receive early treatment.

The downward trend in exemptions for drug abuse can be interpreted as a net reduction in drug usage and as an indication that urinalysis as a means for identifying the drug abuser is effective.

The Army has 36 drug treatment centers on major bases and other treatment facilities on all Army installations.

The Navy/Marine Corps has 2 Navy drug rehabilitation centers and 30 CARE centers, all at major bases.

The Air Force has its major drug treatment center at Lackland Air Force Base, Texas, plus 160 local rehabilitation programs at bases around the world.

The shift away from undesirable discharges for drug abusers is significant. With full implementation of the exemption program in July 1971, a Service member could no longer be administratively discharged under less than honorable conditions if his only problem was the use of drugs or the possession of drugs for his personal use *and* if he volunteered for treatment or was positive on a urine test conducted as part of the identification program. By receiving an honorable or a general discharge instead of an undesirable discharge, an individual is eligible for treatment by the Veterans Administration.

While identification of users of the so-called "soft drugs" remains difficult, both those who volunteer for treatment and those who are identified by other means—such as habitual inefficiency on the job—are also eligible for rehabilitation and treatment.

On March 1, 1972, the Department of Defense issued new policies for the prevention of alcohol abuse and alcoholism and for the treatment and rehabilitation of alcohol abusers and alcoholics. The Military Services were directed to develop programs for the treatment and rehabilitation of alcohol abusers, as well as educational programs for the prevention of alcohol abuse. Every Serviceman and woman who is identified as prone to alcoholism is now offered the opportunity to participate in treatment and rehabilitation.

The Services have subsequently increased the number of military alcohol rehabilitation centers worldwide. In consonance with various forms of treatment, the Navy now has four centers, the Air Force eight, and the Army treatment facilities at each major installation. The Department will closely monitor the success of these recent programs.

Disposition of Identified Military Drug Abusers
June 1971—June 1972

Rehabilitated and Returned to Duty	**27,667**	**(49%)**
Still Undergoing Rehabilitation (as of June 1972)	**7,870**	**(14%)**
Separated After Rehabilitation	**18,382**	**(32%)**
Transferred to VA Hospitals for Added Treatment	**3,027**	**(5%)**
Total	**56,946**	

Drug and alcohol problems have not been eliminated from the Armed Services. However, we do have sound programs in operation worldwide.

Manpower Stabilization

Because force reductions in Southeast Asia ran ahead of schedule, the Department of Defense has required slightly fewer people in FY 1973 than anticipated. Therefore, we will go into FY 1974 at essentially baseline strength.

During the years since the peak of United States participation in Vietnam in FY 1968, we have drastically reduced Defense manpower, as is shown in the next three charts. Civilian strength will be at the pre-Vietnam level and active force strength will be 452,000 less than in FY 1964. Between end-FY 1968 and end-FY 1974, active force strength will have declined by 1,314,000. These figures reflect the replacement, during the FY 1965-1968 time-frame, of about 100,000 military by civilians as part of the Defense-wide civilianization program. In addition, as mentioned earlier, an estimated 31,000 more civilianization actions are expected during FY 1973-1974.

Such large reductions in the Active Forces and among civilians have caused hardships to many members of the Department of Defense and have been partly responsible for the high personnel turbulence in the Military Services. Fortunately, it has been possible to manage the great bulk of military strength reductions through lower accessions and voluntary early releases of officers and enlisted men before their normal separation dates. In FY 1973, the Department experienced a return to greater personnel stability with the expected attendant increase in efficiency. We intend to make even more progress in FY 1974, to the extent that many newly entering enlisted men may, after their initial periods of training, stay in one location for a large portion of their first enlistment. Indeed, in the Army many men today enlist under options which guarantee them considerable stability.

In the civilian area, a "Stability of Employment" program has been established to minimize involuntary separations. Under this program employment freezes have been used to retain vacancies for personnel who would otherwise be released. The skills of employees facing release are matched with vacancies throughout the Department of Defense, and the employees are given priority right to vacancies through a computerized placement system. This system has worked well, placing about 64 percent of the employees who have been affected by major reductions, consolidations, and closures. As civilian manning levels stabilize, we hope that normal attrition will cover most future civilian reductions.

There is no question that shortcomings in manpower practices do exist in the Department of Defense, as they do throughout society. In his *Final Report to the Congress,* Secretary Laird indicated several areas in which we must advance, such as equal opportunity, fuller use of educational benefits, and a retirement system equitable to both the service person and the taxpayer. New guidelines have been issued recently for the improved administration of physical disability retirements.

Manpower matters will remain of great concern to DoD. An armed force is only as good as the men and women who comprise it. The homily is true: people are indeed our most important asset. It must always guide our approach to personnel management.

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